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History Line

A NEWSLETTER OF THE FOREST SERVICE HISTORY PROGRAM

Summer 1994

INTERMOUNTAIN RESEARCH STATION

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Summer 1994

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Cover Photograph: "Triple Nickle" paratrooper 1st Lt. Jesse J. Mayes prepares to jump onto a fire on an Oregon national forest in the summer of 1945. Photo: Army Signal Corps.

Editor's Remarks

History Council Fate

Two years ago, at a workshop hosted by Grey Towers (described in "History Line," Spring 1993), a seven-person Forest Service History Council was selected to "coordinate and advise on agency history." This council was to exist for a trial period of 1 year, followed by an evaluation of its utility. As the sole representative of the former history unit staff in the Washington Office (WO), I feel that I owe readers an account of the fate of the History Council.

As planned, the group met three times in 1992 to address program needs. The first meeting was held June 4–5 in Durham, North Carolina, home of the Forest History Society. The main agenda items were the function and operation of the council. In August, the Northern Region hosted the second 2-day gathering, devoted mostly to the purpose and scope of the planned "National Forest Service Museum," to be based in Missoula, Montana. The final gathering took place November 4–6 at the Forest Genetics Center in Placerville, California. The role of the Forest Service's Heritage Program as it shapes the history task in the Pacific Southwest Region was the primary theme.

In 1993, a continuation of the flat or downward trend in the Forest Service budget meant that less funds were available for travel and meetings. Tight budgets combined with heavy workloads led council members to drop out. As members dedicated themselves to other duties, the History Council faded away, without fanfare or a wake. The former Cultural Resources Management (now called Heritage) Program, based in Recreation and largely staffed by archeologists, continued to eclipse the minor (in terms of staff and budget) agency history unit located in the WO Public Affairs Office (PAO). Hence, there was no great outcry by history buffs when the History Council faded way, because the Heritage Program staff includes "history" in its mission basket.

The fate of the history program is not a major concern in an agency that still finds itself groping toward ecosystem management during a time of flat budgets and Federal downsizing of staff—a process known as reinventing government. The narrow, and often controversial, topical area of Forest Service policy and program history that was the domain of the WO history unit is an especially low priority to the agency in these contentious times. Nonetheless, individual history buffs are out there, including the Chief of the Forest Service.

Chief Jack Ward Thomas remarked at a May 1994 Forest Service retirees' luncheon in Washington, DC, that he had dreamed as a child of becoming a historian, and that he recognized the importance of learning from the past. But as much as he supports the program, moral support is about all he can realistically give right now. No, the reduction in funding and staff levels does not mean the end of the program, but it does spell the demise of in-house research on our political-economic history as an agency. Instead, the program will come to reflect a natural-history bent oriented toward practical applications and situated in the Heritage Program. The former history unit in PAO was downsized in 1989 to one position devoted mainly to responding to queries about agency history, and even this one remaining position may be in doubt.

In the meantime, I am destined to roll the rock of history up the same hill over and over again for the duration of my tenure, a plight captured by Mary Davis (WO-Administration) in her remark that "the position of historian is the loneliest job in the WO." Of course, the plight of the PAO historian is part of a larger context, and the state of limbo in which I operate is shared by others. For example, the fate of Grey Towers is in question. ■

African-American Smokejumpers Help Smokey Celebrate

Carl Gidlund, Public Affairs Officer
Upper Columbia River Basin Environmental Impact Statement Team

Thousands gathered on the Ellipse in Washington, DC, on August 9, 1994, to help celebrate Smokey Bear's 50th anniversary. Among them was a small group of World War II Army veterans to whom the fire prevention bear owes a huge debt. They were members of the first African-American airborne unit, the 555th Parachute Infantry Battalion. In 1945, they helped save millions of acres of Northwest forests from fires ignited by lightning and balloon bombs.

Not only did the "Triple Nickles" fight fire, always a dangerous job, they labored in the riskiest arm of the profession. They were smokejumpers. The unit, formed and trained at Army posts in Georgia and North Carolina, was shipped west after balloon-borne fire bombs, launched into the jet stream above Japan, began landing in west coast forests. These bombs had helped trigger the first Smokey Bear fire prevention program the year before. Authorities feared that the balloon bombs, coupled with a dry summer, would spark a fire storm that would blacken the forests of the Western United States and Canada.

Indeed, the crackling hot spring of 1945 produced lightning storms, and with most trained firefighters under arms, the Forest Service asked the Army for help. The War Department responded by assigning the job to the 555th and—in military fashion—dubbed its new assignment "Operation Firefly." Lt. Col. Bradley Biggs, now retired, recalls the operation in his history of the unit, "The Triple Nickles" (1986):

> *Working in teams, we would be on emergency call to rush to forest fires in any of several Western States and join with the Forest Service men in suppressing the blaze. At the same time, we would be prepared to move into areas where there were suspected Japanese bombs, cordon off the area, locate the bombs, and dispose of them.*
>
> *We knew how to jump from airplanes. But the heavily forested areas of the Northwest presented drop zones that were more difficult and dangerous than any we had faced before. We knew how to handle parachute lines. But here we would be using a new type of chute—one with special "shroud lines" for circling maneuvers. We knew how to read military maps. But the Forest Service maps were something new. We were used to explosives, but we had little, if any, experience in the disarming of bombs. And firefighting, of course, was an entirely new experience.*
> [Biggs 1986]

The colonel recalls that the Forest Service and the Army put the paratroopers through an intensive 3 weeks of training, including demolitions, firefighting, wilderness survival, "let downs" for tree landings, jumping into hazardous drop zones, and extensive first-aid training for injuries—particularly broken bones.

Forest Service Model

The Forest Service had been parachuting men to Northwest fires since 1940 and had developed specialized equipment in addition to the steerable parachutes. That included football helmets with wire face masks for which the paratroopers traded their GI-issue steel helmets. The new headgear protected the jumpers' faces as they crashed through trees to the forest floor. But the new smokejumpers had to don heavy, fleece-lined flying jackets and trousers, rather than smokejumper canvas jump suits, to protect their bodies from whipping tree limbs. The colonel writes that the Forest Service workers he dealt with "were a fine group of men. They could walk up the

hills like a cat on a snake walk. They taught us how to climb, use an axe, and what vegetation to eat" (Biggs 1986).

After three training jumps with their new gear, battalion members were dispatched to two bases. The largest contingent was stationed in Pendleton, Oregon, for deployment to bombs and fires in Oregon, Washington, Montana, and Idaho. The other group worked out of Chico, California, providing the same coverage for nearby forests. From mid-July to early October 1945, the African-American smokejumpers participated in 36 missions and amassed more than 1,200 jumps. Their job, recalls Col. Biggs, was tough:

> *We planned on being dirty and smelly for the duration of any mission, which lasted an average of 4 to 6 days. Sometimes we operated in Canada to keep fires out of the United States. We blew up only those bombs that represented a danger. The bomb disposal unit would retrieve others for delivery to intelligence personnel.* [Biggs 1986]

Army Signal Corps

Army paratroopers of the 555th Parachute Infantry Battalion stand at ease before departing for a smokejump on an Oregon national forest. The men were issued "regular" smokejumper football helmets and "let-down" ropes, but wore sheepskin outer garments rather than canvas smokejumper suits.

Army Signal Corps

A group of "Triple Nickle" loadmasters heft fire gear into an Army Air Corps C-47 at the smokejumper base in Pendleton, Oregon.

Army Signal Corps

Five paratroopers from the 555th descend on their T-7 parachutes onto Oregon national forest in the summer of 1945.

Casualties of Fire War

The battalion suffered casualties. For example, one man was killed while attempting to lower himself from a 150-foot tree with a smokejumper let-down rope. He slipped or lost his grip and plunged to the rocks below. Thirty others suffered injuries that included a crushed chest, broken legs, and a fractured spine. But the future was hopeful, as Col. Biggs writes:

> *By late autumn 1945, it became apparent that Operation Firefly was nearing its end. The hot dry season would soon be over. More important, a rapid demobilization of the military was under way. Civilians would resume many operations that had been assigned to military units, including ours.* [Biggs 1986]

The battalion was shipped back to North Carolina, where it was initially assigned to the 13th Airborne Division and then to the 82nd Airborne Division.

Nearly half a century later, Secretary of Agriculture Mike Espy and Forest Service Chief Jack Ward Thomas honored the men of the 555th Parachute Infantry Battalion, presenting them with the 50th Anniversary of Smokey Bear Award for Distinguished Service in Support of Wildfire Prevention. In turn, the "Triple Nickles" presented Smokey with a gold-plated shovel. If you were on the Ellipse in Washington, DC, for Smokey's 50th, you saw a knot of senior African-American veterans in "Triple Nickle" garb. They helped write an important chapter in the wartime history of the Forest Service. ■

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Biggs, Bradley. 1986. The Triple Nickles. Hamden, CT: Shoe String Press, Inc. 92 p.

Diary of a Conscientious Objector

Kathy Pitts, Historian
Modoc National Forest

I was clearing out my predecessor's mailbox and came across a letter dated a year previously. It was from James A. (Jim) Clark, a man who had planted trees on the Modoc National Forest in 1944 and had come back in 1992 to see the fruit of his labor. He had been a conscientious objector during World War II and had enrolled in Civilian Public Service (CPS) in lieu of giving military service. Stationed at Camp Antelope in Coleville, California, he had done whatever work the Forest Service required. One of the projects he had worked on was the reforestation of Sugar Hill on the Modoc National Forest.

Discovery of a Wartime Diary

I had never heard of CPS or the work it did for the Forest Service during the war years, and it seemed nobody else had, either; there was no record of a CPS presence on this forest at all. My curiosity piqued, I picked up the phone and dialed Jim Clark's number. He agreed to send a copy of his diary from the month that he was here, and I began researching CPS, Camp Antelope, and plantation records for Sugar Hill. By the time Jim's diary arrived, I had gathered enough information to provide a contextual framework for his story. Originally, I had no more in mind than creating a file on CPS, but the humor and warmth of Jim's diary made publication seem appropriate.

Jim's diary entries were long, and I worried that his story might raise the politically charged issue of conscientious objection all over again. Moreover, I was in no position to write the definitive paper on Forest Service involvement with the CPS, or even to comment on the program's success. My goal was modest: to acknowledge the work of the CPS on Modoc National Forest and to give credit to those who performed it.

Aside from creating an office display of artifacts, I conveyed the story by electronic mail, sending coworkers one page of Jim's diary each day. The diary had quite an impact. Several readers remarked that they were glad to have this lost history brought to light. Instead of dividing over the issue of conscientious objection, people on the forest (and beyond, as the diary began to circulate agencywide) seemed to rally around Jim and his CPS story. I have received more than 60 responses on electronic mail, along with dozens of oral comments.

People seemed to appreciate the "page-a-day" format, which presented the material in digestible portions. Although not every diary, letter, or reminiscence will be as fruitful for discussion as Jim's CPS journal, this instance does suggest possibilities for exploring our past and sharing it with others. Certainly, electronic mail is a wonderful way to present information and open it up for discussion. The past can speak volumes to us, but only if we open the book. As Heritage Resource managers, we can help our audience turn the cover with lively stories and innovative delivery systems. My thanks to Jerry Gates for the original concept of the electronic mail anniversary diary and for allowing me to take a moment of serendipity and turn it into a real project. What follows is a brief history of CPS activity on the national forests, followed by entries from Jim's diary.

Alternative Wartime Service

Fifty years ago, the world was engulfed in war, and even remote Modoc County was swept by war fever. The weekly newspapers carried stories about victory gardens and gasoline rationing, the Japanese-American internment camp at Newell, German POW's coming to work in the Tule Lake potato fields, and,

saddest of all, reports of Modoc County dead or wounded. Modoc County had a higher proportion of citizens serving in the Armed Forces than any other county in the State.

It is not surprising, then, that the newspapers and townfolk would turn a blind eye to a group of men who arrived here in late March 1944. They were conscientious objectors, men who for religious or philosophical reasons were profoundly against combat duty. Instead of hitting the beaches at Kwajalein, they came to Modoc County and planted trees on the scorched slopes of Sugar Hill.

About 72,000 men between the ages of 19 and 44 registered as conscientious objectors during World War II, less than half of 1 percent of the 34 million Americans who registered for the draft. Conscientious objectors had three choices during World War II: they could go to jail; serve in noncombat military duty; or enroll in the specially created CPS. Although many chose the first or second option as most consistent with their beliefs, almost 12,000 reported for what they thought would be "work of national importance." Many were disillusioned when they realized that they were being treated as a wartime Civilian Conservation Corps (CCC).

CPS work included firefighting, tree planting, and watershed development for the Forest Service, Park Service, and General Land Office. CPS men were instrumental in developing smokejumping techniques for the Forest Service, jumping alongside the "Triple Nickle" black Army paratroopers in Montana. Conscientious objectors also participated in "human guinea pig" medical experiments for the Office of the Surgeon-General and worked in mental hospitals or with the mentally disabled. Some medical volunteers died from exposure to biological or chemical toxins.

The CPS operated 152 work camps, 31 of them on the national forests. Abandoned CCC camps served nicely as bases, with small spike camps established at project sites. Camps were paid for and administered by American Friends (Quaker), Mennonite, or Brethren committees. CPS enrollees received no pay for their work and were asked to contribute to their upkeep; but, like the military, they accrued leave and could be prosecuted for going AWOL.

The conscientious objectors represented more than 200 religious denominations. Most were Mennonites, Brethren, Quakers, Methodists, and Jehovah's Witnesses, but there were Protestants from other denominations as well, along with Jews, Muslims, and Roman Catholics. Less than 500 CPS men were unaffiliated with a religious denomination or objected to combat duty for political reasons; the vast majority claimed religious exemption from combat. Because most Brethren and Mennonites at the time (including members of the well-known Amish sect) lived in farming communities, many conscientious objectors were farmers; but there were well-educated professionals among them as well. Conscientious objectors came from every walk of life.

Camp Antelope

One of the more unusual groups to claim objector status was the community of Russian Molokan Christians, and some of them were assigned to Camp Antelope. Camp Antelope was situated near Toiyabe National Forest, known then as Mono National Forest. Two weeks after the disbanded CCC moved out in 1942, the camp reopened as CPS Camp No. 37 under Quaker administration; it closed in 1946. Enrollees recall projects such as building a log cabin up in Paiute Meadows and cutting a stock trail by hand through the rock from Antelope Valley to the Sweetwater Mountains. They also built fences and bridges, fought fires, and planted trees.

One of their tree-planting projects happened to be the reforestation of Sugar Hill in the Warner Mountains on Modoc National Forest. Fires had consumed over 22,000 acres on the forest in 1929 (including 7,600 acres on Sugar Hill), and 2,000 acres of ancient forest had burned a decade later. In 1940, a third massive fire, started on August 3, had left 19,371 acres charred.

Reforestation of Sugar Hill began as early as 1930, after the first devastating fire. In 1933, a CCC "planters" camp was installed on Lassen Creek. In his diary, Jim Clark notes that the trees planted by the "3-C boys" were 10 feet high. CPS took over the camp in 1943.

In the 2 years that the CPS men were on the Modoc National Forest, they planted almost 748,000 Jeffrey and ponderosa pine seedlings on the slopes of Sugar Hill and near Lassen Creek. The replanted area covers 1,196 acres, representing a potential harvest of 14.3 million board feet when the trees turn 65, according to calculations by Warner Mountain forester Doug Schultz. This would be enough lumber to build almost 1,200 average American homes. In another 15 years, the timber could be worth an estimated $7.1 million in current dollars.

CPS man Anthony (Tony) Randles was on the Sugar Hill crew in 1943 and 1944, serving as a crew chief his second year. In his 70's now, Randles says he still recalls the four-step rhythm of planting. He estimates that the men planted an average of 550 trees each on their best day.

Negative Public Opinion

A Methodist, Randles left behind a wife and baby when he was drafted in 1943. His letters home speak of his love for his family, his religious conviction, and the trouble sometimes experienced by conscientious objectors when people found out who they were. In a letter from Susanville, California, where he was packing pine seedlings, he wrote that "the group has set up the policy of limiting liberties for PR's sake. We make it a point to dress up whenever going downtown and not going in groups. So far, things are OK and we want to keep them that way."

This unwritten policy of keeping a low profile extended to the CPS camp in Modoc County. To many people, conscientious objectors were cowardly, anti-American, or both, making them were natural targets for pent-up tensions

USDA Forest Service, Modoc National Forest HRM Archives

CPS planting ponderosa pine at the base of Sugar Hill slope, 1943.

over the war. Neither the Forest Service nor the county newspapers made note of the arrival of the Camp Antelope crews, and few records remain of the work they accomplished. When William S. Brown, Sr., wrote his "History of Modoc National Forest," the work of the CPS men went completely unmentioned. As time went on and wartime employees moved on or retired, the men who planted a forest on the scars of Sugar Hill were gradually and entirely forgotten. But the enrollees themselves did not forget.

In 1992, Jim Clark traveled across the continent to visit the trees he had planted almost half a century earlier. He had made this journey from New Jersey before, when as a young man he enrolled in CPS to bear witness to his faith. After the war, Clark became a pastor with the First Century Gospel Church, a registered peace church founded by his grandfather. But in retirement, memories of his youth and a certain bunch of pine seedlings called him back to California. "It was a great thrill for me after 48 years to see the fruits of our labor—trees big enough to log. It was the highlight of our trip!" he wrote in 1992.

The rain, the cold, the horsing around, and the moments of self-doubt were all recorded by Clark in the diary of his years in the CPS. Clark has generously shared this portion of his diary with Modoc National Forest, and we would like to share it with you. What follows are his entries for March 30 and April 6, 1944.

Thursday, March 30, 1994

We did not come up to Susanville just to eat, that is for sure, but to bundle seedlings. We are trucked out to the Forest Service nursery just outside town, and it's cold and nasty work. The weather is bleak and cold and raw, below freezing at the early dawn. We follow the tractor that goes down the rows where the evergreen seedlings are planted. Attached to the back of the tractor is an underground blade attachment that slices or cuts under the bed of trees, loosening them. We follow and pluck them from the loosened soil and carry them back to work benches in bundles of 50. At the work benches (outdoors in the cold) they are picked over and sorted and bundled in groups of 250 seedlings, then packed in wet peat moss, which is sitting in large tubs of water. The bundle is wrapped in layers of this wet peat, and then wrapped in burlap and pinned up.

This is miserably cold work; the water is like ice, and with the wet moss, the rough burlap, and your red and sore hands, you shiver down to your socks. Me and Mills have been doing the packing, and I never saw so many trees; the seedling beds seem to stretch on forever. But getting back to the dining hall after a hot shower is a distinct pleasure. Oh, that hot water drooling down my cold bones, took a long time to warm up. Then the dinner. They serve meat, potatoes, a couple of vegetables, jams, coffee, salads, pies, and more, rolls included, and after a day like today, you pack it in, but good!

Thursday, April 6, 1994

After a breakfast of scrambled eggs, bacon, toast, coffee, and juice, it was off to the huskings; that mattock seems to be mechanical by now. And the little trees are scattered along a great swath of landscape; as the lines progress over the burnt hills, a tiny forest of little evergreens litters the land, set out in drill-order formation, to become a forest at some distant time. I thought a lot about this as I looked back after one of our breaks, all those thousands of little rascals just making a start, like babies starting life; the hardy will survive and grow to adulthood, strong and tall and straight, a veritable forest.

The weather up here is something else, especially compared to Camp Antelope. Down in Coleville, the sun shines bright 90 percent of the time, even when a winter storm comes. But here it is cloudy and damp most of the time, very little sign of sun, and it spits rain often. Today it just outright snowed, a wet snow that lasted most of the morning. It covered the ground a few inches deep, and they called work off for the day at the lunch break.

I am not one to waste valuable time, and I rounded up ol' Rattler, the camp dog, a large black-and-white shaggy beast, and we took a hike, a scouting expedition. We went down an old road that I had been told led to an old abandoned sawmill and lumber camp.

It was rather exciting to find this lumber camp in what seemed like no-man's land, but there it was! It was obvious that this had once been a large and thriving complex, and originally it took in a great area; but now it was desolate, most of the buildings destroyed by fire, just a few remaining, debris and rubble everywhere. Salvageable machinery had been taken away, along with anything usable, but behold—the old office quarters were still intact, mostly. The office door was open and swinging loosely in the breeze, windows cracked or broken. Inside, the office records and documents are scattered everywhere, salvageable furniture gone, but a mass of paperwork left.

I sat down and leafed through loads of sheets, really interesting documents and letters. Some old files were still intact, and I can't imagine why they did not take all of these records with them, invoices etc. Here were a whole pile of canceled checks made out to the loggers on the payroll, some amounts running into the thousands of dollars, invoices, and shipment papers, showing that this large lumber company shipped wood products all over this country and the world. Was sorta sad to look through the cracked windows and think what a bustling complex this once was just a few years ago, trucks bringing logs in, the humming, almost piercing sound of the sawmill itself as great logs were sliced into various boards of lumber. The many sheds for stacking the lumber, the busy yard full of men and workers, the smokestacks spewing black clouds, and the pungent smell of freshly cut and sawed wood everywhere, trucks bringing in the great logs, still other trucks leaving loaded with lumber for the marketplace. A beehive of activity, but now all is quiet, a once-thriving business dead and gone.

I spent hours pouring over the old files and letters, I could read and imagine the activity that took place, the men and machinery that made this business prosper, but the fires came, and in a matter of minutes, almost, it was over and gone, like a shell-shocked and bombed-out city in Europe.

Only ol' Rattler and I are here, except for maybe some mice or prairie dogs, and occasionally deer that pass through, not a very hospitable place, rather depressing, and the dog and I finally turned to leave.

It was strange, but while we were at the lumber camp, ol' Rattler stayed close to me. Usually he rambles off investigating and inspecting everything, but here, he stayed almost right up against my leg . . . It was obvious that the whole atmosphere touched him in some way, where he felt uneasy. It was not that he was scared, but just not relaxed and himself.

Cold leaden skies as we tramp back thru the wet snow, loads of deer tracks everywhere and the sky brightening in the west, and before we drop down into the draw that leads to camp, a splash of silver and yellow streak the sky, quite bright. And almost as an afterthought, the whole west makes one last spread of light, that tints the dome of the sky above. Then the tramp into the warm and bright dorm, and just in time for the dinner bell. ■

Editor's Note: Readers interested in obtaining further information or more of Jim Clark's diary should contact Kathy Pitts, Heritage Resources Management, Modoc National Forest, 800 West 12th Street, Alturas, CA 96101-3132 (K.Pitts:R05F09A).

The Flume That Carried Giant Sequoia

Jean L. Satterthwaite, Public Affairs Officer
Hume Lake Ranger District, Sequoia National Forest

A 73-mile lumber flume system and the USDA Forest Service had an intertwining 42-year history that saw the birth of a national forest and the end of an era when pioneers sought their elusive fortunes among the sequoia and mixed conifer forests of the western Sierra Nevada in California.

The water carried by the flumes transported lumber, information, loggers, and even a pregnant woman with her attending nurse. But they also carried the debts of a logging enterprise that cost five companies millions of dollars as they tried to finance a huge operation while competing with already established lumber companies. Lost in the financial boondoggle were thousands of huge giant sequoias that once graced Converse and Indian basins and surrounding lands in what is now the Hume Lake District of Sequoia National Forest.

Flumes Among the Sequoia

The flumes were built by the Sanger Logging Company, which owned 30,000 acres of forest in the area in the mid-1880's. Over the years, this firm changed hands, names, and management so many times that it is best known simply as "the company." Seven years after the company was founded in 1886, President Benjamin Harrison established the Sierra South Forest Reserve (the forerunner to the Sequoia National Forest) on land surrounding company property. This led to a 42-year relationship between the company and the Forest Service that ended in 1935, when the Forest Service acquired the company's remaining lands.

From the inception of the national forest, the logging company required passage across agency land to send its lumber from sawmills high in the Sierra Nevada to Sanger, California, in the San Joaquin Valley. Originally—perhaps without fully knowing the difficult terrain—the logging company planned to build a railroad into Kings Canyon to bring out logs for milling. But the railroad proved no match for the sheer granite cliffs, enormous boulders, and narrow gorges of one of the deepest canyons in the United States. In April 1888,

Lizzie McGee

Water rushes down a section of flume just below Millwood.

USDA Forest Service

"Flumesnakes" (also known as "flume herders" or "flume tenders") worked along the flume's length, prodding the logs along. Flumesnake Vern Mathieson, who continued to live near the sequoias long after his flume tending days were over, sits on the left.

USDA Forest Service

The flume crossed to the north side of Kings River roughly halfway between the mills and the terminal point in Sanger, California. The bridge on the left went through two phases and was finally abandoned for the newer bridge on the right.

following a strategy successfully used elsewhere, the company decided that instead of bringing the timber to the mills, it would bring the mills to the timber. It built mills deep in the canyons themselves, along with a flume system to carry milled lumber—and not logs—out of the canyons down into the valley.

Between 1888 and 1909, the company built 73 miles of flume at a cost of almost half a million dollars (Smay n.d.). The V-shaped flumes were 2.5 feet deep and 3 feet across at the top. Workers constructed the flumes using 1.25-inch planks made from knot-free sugar pine. Along one edge ran a 6- to 8-inch catwalk for the "flumesnakes" who prodded the lumber along its way, preventing jams. Trestles, some as tall as 120 feet, were built with enough strength to hold a narrow-gauge railroad.

Building the flumes through steep, rocky terrain was not easy; workers complained about laboring all day in winter weather while water flowed over them. The ice and snow made an already treacherous job worse, and everyone was frustrated by weather delays. Several writers have marveled that so few died, given the rugged terrain through which the flumes were built. At least three flume builders died in all, including one man who fell 85 feet into a boulder-strewn canyon.

By working through all kinds of weather, the flume builders were able to complete the first phase of the flume in 13 months during 1888 and 1889. The route started just below what is now known as Sequoia Lake. The 54-mile flume followed Mill Flat Creek down to its confluence with Kings River, then turned west along Kings River to half a mile east of Big Creek. At that point, the flume crossed a cable (later truss construction) bridge to the north side of the river and followed a gentle grade out into the valley and on to the town of Sanger.

In 1908, the company shifted its operations to Long Meadow, about 4 miles southeast of Converse Basin; this was to become the site of Hume Lake and Hume Mill. To move the lumber out, the company built an additional 19 miles of flume down Tenmile Creek to Kings River, then west to join with the original flume at Mill Flat Creek (Smay n.d.).

To reach the valley, the flumes had to pass through Federal land. The Secretary of Interior approved the first permit on record in January 1904. From 1908 to at least 1928, the company paid $150 per year for a special use permit to cross Federal land with the flumes.

Failure and Collapse

The flume system and its related facilities enabled the company to transfer millions of board feet of lumber to Sanger. In Converse Basin alone, the company milled about 191 million board feet in about 10 years. But even this level of lumber production could not generate a profit. While working in Converse, the company was in bankruptcy, and changes of ownership over the next 20 years brought no better luck. The flume system, once claimed to be the longest in the world, fell into disrepair as its owners went broke.

In a July 29, 1925, letter to the company from Forest Supervisor Frank P. Cunningham, the Forest Service fired the opening shot in its long campaign to dismantle the flume system. The flumes, wrote Cunningham, were in such disrepair that unless they were fixed, the use permit would be canceled (Cunningham 1925).

In 1923 and 1928, major wildfires burned in much of the area around the flumes. In February 1929, Cunningham told the company that the fee for the special use permit would not be collected for that year, but that the company would be expected to clean up what remained of the flumes. The major fires of the 1920's had alarmed the Forest Service, which regarded the old timbers of the flume system as a fire hazard to the forest (Cunningham 1929, Stevenson 1929).

The Forest Service's fears were borne out on July 3, 1931, when workers using blasting powder to build California Highway 180 accidentally started a fire that burned from Kings River to near Hume Lake, feeding on leftover flume. But the fire apparently took care of enough remaining flumes to satisfy the Forest Service. In February 1932, the agency closed the special use permit, ending the remarkable history of the flumes (Cunningham 1932).

On April 8, 1935, under the Weeks Law, the Sanger Logging Company sold its land (including Converse Basin and Hume Lake) to the Forest Service for $319,276 (Johnston 1966). Today there are 38 sequoia groves (including the Indian Basin and Converse Basin groves) on former company property. They are managed by Sequoia National Forest for their protection, preservation, and restoration. ■

Editor's Note: Readers interested in obtaining the original long version of this essay, with notes and full references, should contact Jean Satterthwaite, Hume Lake Ranger District, Sequoia National Forest, 35860 East King's Canyon Road, Dunlap, CA 93621 (J.Satter:R05F13D51A).

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Kirwin: A Town That Would Not Die

Mitchell L. Mahoney and William Touches Deer Puckett
Archeologist, Black Hills National Forest; Heritage Program Director, Shoshone National Forest

High at the head of the Wood River, just below the timberline, sleeps the historic town and mining district of Kirwin, Wyoming. This small ghost town is a treasure trove for historians, with much to tell about the area's settlement and development in the late 19th and early 20th centuries.

The historic district of Kirwin includes standing and collapsed board and log structures. Numerous mine shafts, prospect pits, and types of equipment are visible along the steep inclines in and around the town. The upper Wood River drainage, from the Double Dee Ranch to 1 mile above Kirwin, features not only historic sites, but also important prehistoric ones scattered among the terraces of this high mountain valley.

Gold Rush!

In the mid-1880's, William Kirwin and Harry Adams, two prospectors on their way to the Montana gold fields, shot a deer on Spar Mountain. While climbing a slope to retrieve their prey, they found high-grade gold ore among the rocks. In February 1886, they filed claim to Spar Mountain and vicinity. But on his way to Arland, Wyoming, to mail out some ore samples, Adams boasted of the find in a local saloon, and the secret was out. Rumors of a rich gold strike rapidly spread, bringing streams of prospectors to the Wood River area in search of gold. Within a month, claims were staked all over the surrounding mountains.

During the months that followed, some good ore was located by the swarms of men who scoured the peaks and canyons. Imagine the miners sitting at dusk in small groups around campfires, talking about gold found during the day and the hard work needed to get it. As the days shortened, the men prepared shelters for the coming winter, and their rough cabins marked the birth of Kirwin.

Kirwin remained a small mining town until September 1891, when the Wood River Mining District was formed to put the welter of conflicting claims and related matters in order. Eighteen miners, including Kirwin and Adams, signed the document, agreeing to abide by U.S. mining laws in accordance with Wyoming Statutes. With a company now in place, the district prepared to seek much-needed capital to develop mining operations. But the Kirwin mines were slow to come into full operation because a recession dried up investment capital.

As the economic situation improved during the 1890's, several prominent mining men and stockholders from South Dakota began to invest in new companies at Kirwin. By 1907, several mining companies were involved in the development of the district. Promises of a railroad for the area fed investors' and miners' optimism; but the proposed extension of the Chicago, Burlington & Quincy line from Cody to Thermopolis, with spurs to Kirwin, never materialized. A plant to supply power to Kirwin and its mines, and for an electric railroad from Meeteetse was actually built, but the electric rail never appeared.

By the turn of the century, the town was growing. Kirwin's population of 100 doubled from 1905 to 1906, and there were now some 40 buildings in town. Although the 1900 Kirwin census listed a saloonkeeper, the town had no saloons, unusual for a western hardrock mining town. Attempts to start a saloon all failed due to the firm opposition of the mining companies to liquor in the camps. But the area was not really "dry"; there were saloons on Jo Jo Creek and at the mouth of the Wood River.

By the summer of 1905, the Galena Ridge Tunnel had been driven to a length of approximately 660 feet, and the Tumum Mine shaft had reached a depth of approximately 250 feet, the deepest in the Kirwin area. Inevitably, there were mining accidents. In February 1905, a miner at the Pickwick Mine was severely injured when he ignited unspent powder while shoveling debris. Later that year, a premature explosion claimed the life of another miner, Kirwin's first fatality.

Ghost Town

In the fall of 1906, Kirwin's luck turned for the worse. In October, the Galena Ridge mine closed due to lack of power and supplies. Then a fire broke out in late November 1906, destroying the surface works at the Bryan Mine. Misfortune continued the following February when a massive avalanche swept down from Brown Mountain, pushing a store and home into the Wood River and damaging another store on the opposite bank. Three people were killed in the avalanche (although local legend places the number at 30 or more). Further avalanches and heavy snows dimmed the optimism of miners and promoters; many packed up and left in the spring, leaving fully furnished homes and businesses behind.

After the dark days of 1907, mining in Kirwin waned, and the district was nearly abandoned. A single mine supervisor, C. L. Tewksbury, remained in the area, hoping to promote what little interest remained in the camp. But he became more of a storekeeper than a miner, serving the sheepmen who grazed their flocks on surrounding national forest lands. An unsuccessful attempt was made in 1925 to interest a new party of investors in mining in the area. Mining finally ceased in Kirwin in 1942, after Joseph Wolf sank a 200-foot shaft at the base of Bald Mountain in hopes of striking a rich gold vein. Like earlier attempts, this one ended in failure.

In October 1931, Carl Dunrud purchased 3,307 acres along a 7-mile stretch of the Wood River at $2.50 per acre. Using several old buildings from Kirwin, he built the new Double Dee Dude Ranch. The ranch entertained such distinguished guests as Amelia Earhart Putnum, who enjoyed the area so much that she and her husband commissioned Dunrud to build them a cabin above Kirwin. She was lost on her fateful flight around the world before the cabin was finished, and its decaying foundations remain a silent memorial to her hopes and plans for the future.

The abandoned town and the Double Dee Ranch were sold several times to ranchers and prospectors before being bought by the American Metals Climax Corporation (AMAX) in the early 1960's. But faced with environmental opposition and a substantial drop in the price of copper, AMAX abandoned its plans for Kirwin. In 1992, the Mellon Foundation purchased the Kirwin Mining District from AMAX and donated the land to the Federal government for incorporation into the Shoshone National Forest.

But the story of Kirwin does not end here: there has been a new awakening. From June 14 to September 30, 1993, 25 volunteers from 5 States joined participants from Northwest College in Powell, Wyoming, in a study of Kirwin's history as a mining district and ranch. As part of the USDA Forest Service's Passport In Time Program, they worked together with archeologists and historians from the Shoshone National Forest and Black Hills National Forest Heritage Programs. Field crews surveyed nearly 4,000 acres for prehistoric and historic sites, and volunteers have assisted in archival research and oral history interviews. Chaperoned and self-guiding tours are being developed for public use, and potential restoration targets are being identified. Although its gold rush days are long past, Kirwin's history lives on. ■

Administrative Units and Reorganization Efforts

19

Gerald W. Williams, Sociologist and Social Historian
Pacific Northwest Region

There has been much discussion of late regarding reorganization or reinvention needs in the USDA Forest Service. One way to analyze many proposals is to review each of the four administrative levels in the agency's National Forest System (NFS) and to examine the reasons why they were established. The following discussion is designed to perform this task, to review attempts at reorganization since 1905, and to evaluate several reinvention proposals within the Forest Service.

Ranger Districts

The lowest level in the NFS is the ranger district (RD). Records indicate that RD's came into being around 1908, at about the same time as the regional offices (RO's—then called district offices). The early RD's were organized around grazing units, their main administrative focus for decades.

District rangers were first assigned in 1912. But during the winter months, many were reassigned to supervisor's offices (SO's) or to RO's. Not until the era of the Civilian Conservation Corps were district stations staffed year-round.

The early RD's were usually very large, many with more than a million acres. But when the national forests were opened for timber harvesting after World War II, new RD's were carved from older, larger ones to facilitate a new form of management focusing on harvesting timber and building roads. Many national forests (NF's) went through a process often referred to as "splitting"; "lumping" came later.

National Forests

In effect, the first NF was created in 1891, when the Yellowstone Timberland Reserve was established on lands surrounding Yellowstone National Park. Until 1907, NF's were known as forest reserves. Maintained by forest rangers (later known as forest supervisors), they are the only major administrative units in the NFS established by congressional action or Presidential authority.

In the summer of 1898, the first forest rangers were employed by the USDI General Land Office (GLO) to administer the land. By the end of the GLO period (1897-1904), there were hundreds of politically appointed GLO rangers on the job. During this period, U.S. Geological Survey teams were sent to investigate and map the forest reserves. Generally, a single forest ranger was appointed to each forest reserve. But the early GLO management system, with its often untrained and unsupported rangers, turned out to be inefficient.

When the forest reserves were transferred from USDI to USDA in the spring of 1905, major shifts began to occur. The most significant change involved hiring practices: instead of making political appointments, the newly created Forest Service now followed U.S. Civil Service Commission rules for hiring. Moreover, many NF names and boundaries were changed. Before 1911, boundaries between NF's had often been formed by rivers. But beginning in 1911, most boundaries were shifted to mountaintops or ridgelines, so that management might be centered around drainage.

Regional Offices

In 1908, a new level of organization was created: six district offices (the later RO's) were established, located in Denver, Ogden, Missoula, Albuquerque, San Francisco, and Portland. A district (later called regional) forester headed each office. Districts were responsible for distributing duties among offices at lower levels. The new structure was designed primarily to improve the efficiency and structure of the Forest Service and to facilitate public access to the agency.

In November 1908, some 377 Forest Service employees were reassigned from the Washington Office (WO) to the 6 district offices. Prior to their departure, the WO distributed the "Manual of Procedures for the Forest Service in Washington and in District Offices," a detailed outline of new procedures and policies. The six districts were designed to cover most of the Western States (at the time, there were no NF's in the East):

District 1 — MT and portions of ID, MI, MN, ND, SD, and WA
District 2 — CO and portions of KS, NE, SD, and WY
District 3 — AR, FL, NM, OK, and portions of AZ
District 4 — UT and portions of AZ, ID, NE, and WY
District 5 — CA and portions of NV
District 6 — AK, OR, and portions of WA

Renamed regions in 1930, the original districts were redrawn and expanded in a series of reorganizations over the decades. The 1994 edition of the "Forest Service Organizational Directory" shows 9 RO's, 141 NF's, and 618 RD's.

Washington Office

During Gifford Pinchot's time as chief of the Bureau of Forestry (1898–1905), the size of agency budgets rose from $28,520 to $439,873. The February 1993 edition of the "USDA Forest Service Briefing Book" shows a Forest Service budget for fiscal year 1993 of $2,346,796,000. Of this amount, 55.7 percent went to managing the NFS; 16.0 percent to firefighting; 10.9 percent to construction; 7.8 percent to research; 6.6 percent to supporting State and private forestry; and 3.0 percent to acquiring land, improving range, and other tasks. (International forestry funding comes from various sources.)

Staff employed by the Forest Service and its predecessor has grown from 11 employees in 1898 to more than 35,000 permanent employees and 17,000 temporary summer employees in 1992. The makeup of the organization, which in 1905 was overwhelmingly white and male, has changed dramatically: by 1992, 39.7 percent of Forest Service employees were women and 15.3 percent were minority members.

Reorganization Attempts in the Past

On February 1, 1905, Gifford Pinchot finally succeeded in taking over administration of the forest reserves from the GLO. The first significant reorganization effort began under the Theodore Roosevelt administration with the appointment of the Keep Commission (1905-1909). For the first time, a reorganization of the NFS was initiated by the executive branch rather than by Congress, a pattern that would be followed for years to come. Since 1910, efforts have been made about once every 10 years to reorganize the Forest Service, replace it with another agency, reassign it to the U.S. Department of the Interior (USDI), or deprive it of jurisdiction over the national forests.

In 1921, Interior Secretary Albert B. Fall suggested placing the national forests in Alaska under USDI jurisdiction. But President Warren G. Harding was opposed, and the effort came to naught. In the early 1930's, near the end of the Herbert Hoover administration, there was a fleeting effort to place all the Nation's resource agencies under a single administration, but preoccupation with the Great Depression put an end to this effort.

Under the Franklin D. Roosevelt administration, an Executive Reorganization Order in June 1933 assigned national monuments (including 16 previously under the Forest Service), military parks, historic sites, and a number of cemeteries to USDI. In late 1934, the Forest Service proposed that it administer the new Grazing Service. USDI opposed the

Karl Perry, USDA Forest Service

PERSONNEL

Number of Employees on Duty, Number Furloughed, and Average Annual Salaries

June 30, 1911

Official Designation	Office and Forest Employees			Number of Employees - By Districts									Average Annual Salaries
	In Offices	On Forests	Total	Washington	District 1	District 2	District 3	District 4	District 5	District 6	Madison	Furloughed	
Forester	1	--	1	1	--	--	--	--	--	--	--	--	$5,000
Associate Forester	1	--	1	1	--	--	--	--	--	--	--	--	4,000
Assistant Forester	4	--	4	4	--	--	--	--	--	--	--	--	3,012
District Forester	5	--	5	--	--	1	1	1	1	1	--	--	2,600
Associate District Forester	4	--	4	--	1	--	1	1	1	--	--	--	2,225
Assistant District Forester	31	--	31	--	4	5	7	4	5	6	--	--	1,994
Expert and Editor	1	--	1	1	--	--	--	--	--	--	--	--	3,000
Inspector	--	1	1	1	--	--	--	--	--	--	--	--	500
General Inspector	--	1	1	1	--	--	--	--	--	--	--	--	2,000
Forest Inspector	--	2	2	2	--	--	--	--	--	--	--	--	2,300
Inspector of Grazing	--	1	1	1	--	--	--	--	--	--	--	1	2,100
Geographer	1	--	1	1	--	--	--	--	--	--	--	--	2,500
Topographer	--	--	--	--	--	--	--	--	--	--	--	1	1,900
Assistant Topographer	1	--	1	--	--	--	--	--	1	--	--	--	1,200
Director Forest Products Laboratory	1	--	1	--	--	--	--	--	--	--	1	--	2,500
Assistant Director For. Prod. Lab.	1	--	1	--	--	--	--	--	--	--	1	--	2,000
Plant Ecologist	2	--	2	2	--	--	--	--	--	--	--	--	1,450
Expert	18	2	20	8	2	2	1	--	2	2	3	2	1,485
Coal Expert	--	1	1	--	--	--	--	--	--	1	--	--	8 P.D.
Forest Expert	1	--	1	1	--	--	--	--	--	--	--	--	1,800
Scientific Assistant	3	--	3	2	--	--	--	--	--	--	1	--	1,033
Grazing Examiner	--	4	4	4	--	--	--	--	--	--	--	--	1,200
Grazing Assistant	--	2	2	--	--	--	--	--	--	2	--	--	1,300
Forest Examiner	10	2	12	5	1	--	2	3	--	1	--	1	1,617
Forest Agent	2	3	5	1	1	--	1	1	--	--	1	--	1,040
Forest Assistant	36	122	158	17	26	28	14	20	21	31	1	13	1,214
Forest Planting Assistant	--	5	5	--	--	1	1	1	2	--	--	--	1,240
Field Assistant	6	45	51	6	--	1	--	1	31	12	--	--	618
Agent	18	2	20	18	--	1	1	--	--	--	--	--	1,205
Collaborator	4	2	6	1	--	--	--	--	1	3	1	--	156
Lumberman	1	9	10	2	1	--	2	1	3	1	--	5	1,945
Scaler	1	3	4	--	1	--	2	--	--	1	--	--	1,450
Expert Miner	--	3	3	--	1	1	--	--	1	--	--	1	1,366
Mineral Examiner	--	3	3	--	--	--	--	1	--	2	--	--	1,800
District Engineer	2	--	2	--	--	1	--	--	--	1	--	--	2,400
Constructing Engineer	--	1	1	--	1	--	--	--	--	--	--	--	1,900
Surveyor	--	1	1	--	--	1	--	--	--	--	--	--	1,200
Supt. Teleph. Construction	--	--	--	--	--	--	--	--	--	--	--	1	1,500
Hydraulic Engineer	--	2	2	--	--	--	--	--	1	1	--	--	1,200
Hydro-Electric Engineer	5	--	5	2	--	--	--	--	3	--	--	--	2,640
Engineer Timber Tests	6	--	6	--	--	--	--	--	1	2	3	--	1,417
Engineer Wood Preservation	6	--	6	--	1	1	--	--	--	--	4	--	1,417
Engineer Wood Chemistry	1	--	1	--	--	--	--	--	--	--	1	--	1,500
Engineer Forest Products	4	--	4	--	--	1	--	--	--	--	3	--	1,700
Asst. Engineer Forest Products	4	--	4	--	--	--	--	--	--	1	3	--	1,225
Chemical Eng. Forest Products	2	--	2	--	--	--	--	--	--	--	2	--	1,700
Asst. Chemical Eng. Forest Products	3	--	3	--	--	--	--	--	--	--	3	1	1,200
Chemist	4	--	4	--	--	--	--	--	--	--	4	--	1,675
Assistant Chemist	2	--	2	--	--	--	--	--	--	--	2	--	1,200
Microscopist	1	--	1	--	--	--	--	--	--	--	1	--	1,200
Laboratory Assistant	1	--	1	--	--	--	--	--	--	--	1	--	900
Laboratory Helper	5	--	5	--	--	--	--	--	--	--	5	--	600
Practical Paper Maker	1	--	1	--	--	--	--	--	--	--	1	--	1,000
Chief of Office	5	--	5	4	--	--	--	--	--	--	1	--	1,920
Assistant Chief of Office	2	--	2	2	--	--	--	--	--	--	--	--	1,750
Chief of Maintenance	7	--	7	1	1	1	1	1	1	1	--	--	1,600
Chief of Section	5	--	5	1	--	2	--	--	--	--	2	--	1,930
Administrative Assistant	1	--	1	1	--	--	--	--	--	--	--	--	2,000
Law Examiner	3	--	3	2	--	--	--	--	--	1	--	--	1,800
Law Clerk	5	--	5	1	2	--	--	--	1	1	--	--	1,820
Statistician	5	--	5	--	--	--	--	--	--	--	5	--	1,580
Compiler	1	--	1	1	--	--	--	--	--	--	--	--	1,600
Computer	2	--	2	--	--	--	--	--	--	--	2	--	720
Compositor	1	--	1	--	--	--	--	1	--	--	--	--	1,500
Draftsman	34	--	34	14	3	3	3	2	3	2	4	1	1,211
Photographer	3	--	3	3	--	--	--	--	--	--	--	--	1,400
Artist	2	--	2	2	--	--	--	--	--	--	--	--	1,200
Negative Cutter	1	--	1	1	--	--	--	--	--	--	--	--	1,200
Xylotomist	1	--	1	1	--	--	--	--	--	--	--	--	1,100
Lithographer	1	--	1	1	--	--	--	--	--	--	--	--	1,200
Lithographer's Helper	1	--	1	1	--	--	--	--	--	--	--	--	780
Property Clerk	1	--	1	--	--	--	--	1	--	--	--	--	2,000
Property Auditor	1	--	1	--	--	--	--	1	--	--	--	--	1,800
Clerk	163	57	220	64	21	21	26	24	25	34	5	9	1,145
Clerk Sten. & Typewr.	112	125	237	47	29	31	36	34	32	18	10	7	1,013
Library Assistant	1	--	1	--	--	--	--	--	1	--	--	--	1,200
Map Colorist	6	--	6	4	--	--	--	1	1	--	--	--	810
Tel. and Telph. Operator	2	--	2	1	--	1	--	--	--	--	--	--	810
Electrician	1	--	1	1	--	--	--	--	--	--	--	--	1,020
Carpenter	4	--	4	2	--	--	--	1	--	--	1	--	1,040
Sawyer	1	--	1	--	--	--	--	--	--	--	1	--	1,000
Machinist	1	--	1	--	--	--	--	--	--	--	1	--	1,260
Packer	2	--	2	--	--	--	--	2	--	--	--	--	890
Cook	--	1	1	--	--	--	--	1	--	--	--	--	900
Skilled Laborer	3	--	3	--	--	--	1	2	--	--	--	--	920
Unskilled Laborer	10	7	17	4	--	--	6	6	--	--	1	--	605
Watchman	5	--	5	4	--	--	--	1	--	--	--	--	792
Messenger	10	--	10	8	1	--	--	--	--	1	--	--	730
Messenger Boy	21	--	21	8	1	3	1	2	3	2	1	1	394
Charwoman	14	--	14	13	--	--	--	1	--	--	--	--	282
Forest Supervisor	1	150	151	--	25	28	20	32	19	27	--	4	1,938
Deputy Forest Supervisor	--	100	100	--	18	14	14	18	18	18	--	5	1,500
Forest Ranger	7	243	250	--	40	40	41	58	43	28	--	9	1,249
Asst. & Dep. Forest Ranger	--	1,174	1,174	--	198	184	156	173	252	211	--	48	1,103
Forest Guard	--	526	526	--	108	38	57	41	116	166	--	--	889
Forest Guard, Hunter	--	8	8	--	--	--	4	4	--	--	--	--	892
Game Warden	--	2	2	--	--	--	1	1	--	--	--	--	1,300
Total on Duty	646	2,610	3,256	274	487	410	400	442	589	578	76	--	
Number on Furlough	24	86	110	12	39	20	17	6	6	8	2	110	
Aggregate on Rolls	670	2,696	3,366	286	526	430	417	448	595	586	78		

August 31, 1958
Total paid employees
1,766

Personnel in 1911, USDA Forest Service, number of employees and pay scale.
Photograph of original record on file in WO history collection.

move, because the Grazing Service controlled vast amounts of western lands (which came to form the core of the Bureau of Land Management—BLM—in 1946). After a heated interdepartmental battle, the Forest Service proposal was dropped.

In the late 1930's, a serious attempt was made to transfer the Forest Service from USDA to USDI, but ex-Chief Pinchot actively opposed it, and the effort finally faded as attention turned to war. Still, the Reorganization Act of 1939 allowed the administration to make several changes to both USDA and USDI. First, Reorganization Order #2 (May 9, 1940) removed the Bureau of Fisheries from the Department of Commerce and the Bureau of Biological Survey from USDA. Second, the two agencies were consolidated into the new USDI Fish and Wildlife Service under Reorganization Order #3 (May 9, 1940). Finally, programs conducted by the USDA Soil Conservation Service (SCS) on USDI lands were transferred under Reorganization Order #4 (April 11, 1940) to USDI administration.

In the 1960's, President Lyndon B. Johnson's administration examined ways to improve management of the Federal government. A team was organized in the spring of 1965 to review the management and policies of the Forest Service. The Deckerd Report approved the basic principles of Forest Service management and even recommended strengthening line and staff authority at all levels in the agency. The report also recommended that the size of RD's, NF's, and RO's be standardized. Each RD, it said, should have 10–90 employees, 300,000–900,000 acres, and an operating budget of $150,000–$400,000 per year.

Region Reform

The Deckerd report found that RO's varied considerably in size and number of employees. Region 7, for example, had 1,421 employees administering 4,252,722 acres, compared to 7,414 employees in Region 6 and 30,800,215 acres administered in Region 4. The report questioned the validity of the regional structure "in view of advances made through the years in transportation, communication, managerial methods, and administrative procedures." Region 7 in particular stood out in the report as rife for reorganization or elimination, and in 1965–1966 it was divided up between Regions 8 and 9.

The Public Land Law Review Commission (PLLRC), established in 1964 by Congress to study the nation's land laws, published its findings under the title "One-Third of the Nation's Land: A Report to the President and to the Congress" (1970). The study found that national forests and monuments as well as BLM land not congressionally set aside were eligible for disposition by Congress. The commission was critical of the Forest Service for spending too much time and money on administering national forest resources. With its strong commodity bias, the commission recommended replacing multiple use with "dominant use" as the "highest and best use of particular areas."

In 1969, the Nixon administration tried to reorganize the executive branch through the President's Advisory Council on Executive Reorganization, led by Roy Ash. Drawing on PLLRC recommendations, the Ash Council proposed several alternatives: creating a new Department of Environment and Natural Resources, splitting up the USDA among four departments, moving the Forest Service into a new Department of Natural Resources, and establishing a separate Environmental Protection Agency. Only the fourth alternative was ever realized.

Another attempt at reorganization was made under the Jimmy Carter administration in the late 1970's. A proposal was made to establish a Department of Natural Resources encompassing the Forest Service and all USDI agencies. This effort failed after extensive multiparty lobbying.

In the mid-1980's, proposals were made under the Reagan administration to sell off Federal lands and to interchange lands between the Forest Service and the BLM. The purpose was to increase efficiency by reducing costs and overlapping functions. The land sale proposal never got far, but the proposal to interchange lands led to a legislative EIS published in 1986.

In his book "Reforming the Forest Service" (1988), Randall O'Toole suggests changing the way Congress prescribes Forest Service business policy to eliminate outdated laws and to reinforce the creative ways in which the agency has carried out the laws' intent. Reform would come from Congress, not from the administration.

In early 1993, the Clinton administration proposed a massive reorganization of the Forest Service. According to newspaper accounts, the agency was to be split up by deputy area: Research was to go to the new USDI National Biological Survey, International Forestry to USAID, State & Private Forestry to the SCS, and the NFS to USDI. Nothing has been formally proposed before Congress, although the new National Biological Survey was established in 1993 to unite interagency research efforts. The Forest Service's own reinvention effort is warmly supported by USDA.

Proposals for Reorganization

In the past, one of the most common proposals for reforming the Forest Service has been to reintegrate it into USDI or to fuse it with USDI agencies in a new Department of Natural Resources. Another popular proposal has been to get Congress to change the laws governing Forest Service operations. The current Forest Service reinvention team has received hundreds of suggestions for reforming the agency without resorting to executive order or congressional action. In what follows I briefly evaluate some of these ideas, focusing on changes to the four NFS levels. I do not discuss Research, State & Private Forestry, or International Forestry, due in part to my insufficient knowledge of these areas of the Forest Service. But I do discuss a proposal to form a national service center that would provide information and assistance to Forest Service units around the country.

Reorganizing the Forest Service

Over the decades, there have been many attempts, some more successful than others, to reorganize the administration of the Forest Service. The following are highlights:

1891 Forest Reserve Act passed
1891 First Forest Reserve established
1897 Organic Act passed (allowing active forest management)
1898 First forest rangers assigned (to Forest Reserves)
1905 Bureau of Forestry renamed Forest Service
1907 Inspection Districts established
1908 District (Regional) Offices in West established
1908 State & Private Forestry (deputy area) established
1910 Forest Products Laboratory established
1911 Weeks Act passed (authorizing land purchase for national forests)
1911 National forest boundaries moved to ridgelines
1913 District (Regional) Office in East established
1915 Research (deputy area) established
1921 District (Regional) Office in Alaska established
1930 District Offices renamed Regional Offices
1933 Civilian Conservation Corps established (providing natural resource jobs)
1965 Region 7 eliminated (split between Regions 8 and 9)
1991 International Forestry (deputy area) established

Ranger Districts

Many RD's could and probably should be "lumped" (or fused) together, with perhaps two or three districts per NF instead of the current four or more. Under ecosystem management, workloads will be changing, and fewer timber and road projects will require fewer foresters and engineers. These specialists could be moved to the SO's to avoid duplicating their skills and to reduce costs on the RD's. They may have to be replaced, however, by a different kind of specialist capable of implementing ecosystem management at the RD level. Whether every RD will need a full complement of ecologists, biologists, soil scientists, watershed specialists, fire and fuels specialists, wildlife specialists, range conservationists, and others remains to be seen.

One problem with lumping together RD's (or having them operate out of SO's, as is done in BLM resource areas) is that contact with local communities could diminish or entirely disappear. From the earliest days of the Forest Service, regular contact by district rangers with their neighbors in nearby communities was widely desired and highly successful. Any loss of contact with community partners and leaders could easily reinforce the notion that "big government" really doesn't care about small-town Americans. (Much of the loss, I feel, of widespread support for the Forest Service's timber, grazing, and mining activities in the West came after decades of combining, centralizing, reducing costs, and eliminating the presence of companies in the name of efficiency and cost-saving.)

Supervisor's Offices

As early as 1916, T. S. Woolsey suggested combining smaller NF's into larger ones to form units of 3 million acres instead of the average 1 million. One option might be to combine two or more SO's, especially those in the same State, thereby reducing costly overhead. This lumping together of SO's (for example, on the Mt. Baker-Snoqualmie NF or the Grand Mesa, Uncompahgre, and Gunnison NF's) has met with considerable success. But there are still efforts to split some NF's, especially those that are located in more than one State (for example, the split-off of the Wayne NF from the Hoosier NF in 1993). Another option for SO's might be to cooperate with or even comanage adjacent units of other agencies. For example, the supervisor of the Fremont NF in Oregon also manages the BLM Lakeview District.

Regional Offices

One of the most frequent suggestions made by field office personnel is to eliminate RO's. Because RO's are situated between SO's and the WO, eliminating them would seem to reduce the size and complexity of the agency. From their inception, there were efforts to reorganize the RO's. In 1916, T. S. Woolsey suggested that RO's should reduce their functions by transferring activities to the WO or to SO's.

RO's could be lumped for greater efficiency. And the elimination of RO subunits, with fewer deputy regional foresters and directors, would substantially reduce overhead. Each RO could streamline operations by decreasing supervision of SO's and RD's, but at the cost of potentially rising fiscal problems at the forest and district levels.

Washington Office

No one is seriously considering eliminating the WO, although the number and function of people who work there should be reviewed and evaluated. The most drastic reorganization would leave only the staff needed to coordinate with the USDA and other agencies in Washington. But many WO units coordinate field activities through a national framework, and moving them from national headquarters might complicate coordination, undermine efforts to speak with a single voice, and duplicate services at the RO level. And the reduction of costs and personnel at WO might be offset by a corresponding increase at the RO or other levels.

Service Center

The many talented specialists needed at the NFS's upper organizational levels to cover all aspects of forest management might be placed together in a national service center. A model

for such a center might be USDI's Denver Service Center, where experts are on call from USDI units to help with any problem. Should this idea take shape, technical staff from the WO and RO's could be moved to the center to greatly enhance the expertise and capability of its staff.

Service center experts might include most, if not all, personnel attached to civil rights, fiscal, archeology, history, social science, environmental education, cooperative forestry, engineering, pest management, land and minerals, Office of General Counsel, planning, and law enforcement units. Aviation and fire management staffs could be combined with interagency units in central locations such as Boise, Idaho, or Missoula, Montana. But at least one member of each of these staffs would need to remain in the WO and in each RO to coordinate with the service center and with the SO's. The RO's would provide much-reduced administrative services, along with augmented range, ecology, and watershed management. In addition, they would retain staffing for management systems, the inspector general, personnel management, public affairs, recreation and wilderness, and timber management.

One problem with a service center would be the increased travel and relocation costs it would bring. Moreover, it is unclear how it would fit into the NFS. Would it have true line authority, or merely provide expert judgment? If the former, then it would constitute, in effect, a fifth organizational level, making the agency even more complex and cumbersome; but if the latter, then its recommendations could effectively be ignored by the RO's, SO's, and RD's.

One advantage of a service center would be its central location, with the synergy of cooperation it would bring: similar minds stimulating each other through personal contact might well work better than if scattered around the country. But rather than relocate, many might decide to leave the Forest Service, especially those disaffected by radical change. Like the 1908 establishment of district offices, the creation of a new service center might invigorate the agency on one level while sapping its energy on another, undermining the morale of those who felt threatened by changes in the agency's organization and function. ■

Editor's Note: Readers interested in obtaining the original long version of this essay should contact Jerry Williams, USDA Forest Service, Pacific Northwest Region, Planning Office, 333 S.W. 1st Avenue, P.O. Box 3623, Portland, OR 97208-3623 (J.Williams:R06A).

Publications and Papers

■ Washington Office

Recreation History

Recreation specialist Gerald J. Coutant (WO, retired) is preparing "A Chronology of Recreation History on the National Forests and in the Forest Service, 1940–1990." The report is designed to support recreation history research by listing the most significant changes in the Forest Service's recreation programs over the years. The author's years of personal experience on the Forest Service's Recreation staff helps greatly in the sifting process. A first draft is under review. Jay McConnell of Recreation is the COR and source of information on the status of the project.

Report on Records Management

Trudy H. Peterson, Acting Archivist of the United States, presented Forest Service Chief Jack Ward Thomas last February with the National Archives and Records Administration's (NARA) evaluation report on records management in the Forest Service. The NARA report was based on visits to 57 regional offices, national forests, ranger districts, and experiment stations. The Chief has been asked to develop an action plan in 60 days to address the report's recommendations. A limited supply of the 115-page report is available from historian Terry West, USDA Forest Service, PAO-2C Auditors Building, P.O. Box 96090, Washington, DC 20090-6090.

■ Eastern Region

The Pioneers Who Built the Forest Service

John Spencer of the North Central Forest Experiment Station recently delivered a speech on the origins of the Forest Service at the National Conference for Deaf and Hard-of-Hearing Forest Service Employees and their supervisors. The speech included profiles of early Forest Service employees and gave basic agency history.

■ Intermountain Region

Logging on the Waters of Yesteryear

"Riverpigs," an article in the spring 1994 issue of "Summit" magazine, pays tribute to the rugged loggers who tamed rolling rapids full of runaway logs. Photographs by Ross Hall accompany the article by Amanda Cowley.

Chinese-Americans on the Payette

Among other attractions, the Payette National Forest is home to traces of Chinese-American history. A recent issue of "CRM" (vol. 17, no. 2) features an article by archeologist Lawrence Kingsbury reviewing the place of Chinese miners in regional history.

■ Southwestern Region

Route 66 on the Kaibab

Celebrated in song and story, historic Route 66 from Chicago to Los Angeles is the subject of a 1993 article in "CRM" (vol. 16, no. 11). In "Route 66 Revisited," Teri A. Cleeland, a forest historian and recreational planner for the Kaibab National Forest in Arizona, focuses on the section of Route 66 that lies on the forest, and on aspects of the road's history not often discussed. For copies of Cleeland's article, write to (CRM 400), U.S. Department of the Interior, National Park Service, Cultural Resources, P.O. Box 37127, Washington, DC 20013-7127.

"The Tale of Smokey Bear"

A series of articles in the May/June issue of "New Mexico Wildlife" tells the story of the Forest Service's famous fire prevention mascot, Smokey Bear. "Smokey's Grandmother," Doris Guck, the first writer ever to report on the life of the bear, and William Lawter, Jr., author of the recent commemorative book "Smokey Bear 20252," are among those who contributed to this series.

Anthropology and Interpretation

Faith Duncan, Interpretive Services Specialist for the Tonto Basin Ranger District on the Tonto National Forest, has written a speech on the similarities between anthropology and interpretation. In "A Human Exchange: The Anthropology of Interpretation," Duncan discusses how important it is for interpreters to understand the cultural context of the community they are trying to inform, and the lessons interpreters can learn from anthropology. For more information or copies of the speech, contact Faith Duncan, Tonto Basin Ranger District, Box 649, Roosevelt, AZ 85545.

■ Pacific Northwest Region

The Social Side of Ecosystem Management

Forest Service historian Gerald W. Williams has written several essays dealing with the social side of ecosystem management ("EM: How Did We Get Here?", "EM: Putting the People Back In," "EM and the People: How to Incorporate the Human Dimension," "References on the American Indian Use of Fire in Ecosystems," and "What Did (Gifford) Pinchot Stand For?"). All are under 20 pages long and available in print or by electronic mail. For more information, contact Jerry Williams, USDA Forest Service, Pacific Northwest Region, Planning Office, 333 S.W. 1st Avenue, P.O. Box 3623, Portland, OR 97208-3623 (J.Williams:R06A).

A

B

In August 1908, Forest Service employees Raphael Zon, William Drake, and G.A. (Gustaf) Pearson rode through the Coconino National Forest near Flagstaff, Arizona, in search of a site for the Nation's first Forest Service experiment station. The site selected at Fort Valley is now a candidate for the National Register of Historic Places. History volunteer Susan Deaver-Olberding of Flagstaff contributed these photographs, taken in 1964 by Gilbert H. Schubert, station silviculturalist. They show an employee taking increment cores (**A**) from a successful ponderosa pine plantation (**B**) on Fort Valley Experimental Forest, established in 1917. In "The Forest Valley Experiment Station and its Preservation" ("The George Wright FORUM," vol. 11 [1994] 2:33–40), Deaver-Olberding provides a summary history of the station and ends with a plea for its preservation.

"A Forester's Story"

Finely H. McNaughton joined the Civilian Conservation Corps (CCC) and began working in the Nation's forests in 1935. After his CCC "turning point," McNaughton performed a lifetime of forestry work all across the country. "A Forester's Story," published by Weatherly Printing in Hood River, Oregon, is McNaughton's 239-page diary. For more information, write Finely H. McNaughton, 4401 Pondon Drive, Parkdale, OR 97041.

■ Pacific Southwest Region

History of the Sierra National Forest

Written by Gene Rose at the Forest Service's request, "Sierra Centennial: 100 Years of Pioneering on the Sierra National Forest" is a detailed history of the multiple uses of the forest. This 183-page softbound volume includes pictures, notes, an index, and the stories of prominent figures in the forest's history, as well as those of lesser-known characters. For further information, write to the Sierra National Forest, 1600 Tollhouse Road, Clovis, CA 93611.

A Shasta Logging History

The Shasta Historical Society has published an account of logging in the Shasta area of northern California. Written by Beulah Johnson, "Chips and Sawdust" traces the history of logging in Shasta and Siskiyou Counties from 1844 to 1978, showing its impact on the region's culture. For a copy of this 79-page paperback, send $8.24 to the Shasta Historical Society, P.O. Box 99027, Redding, CA 96099-0277.

Pictures Tell the Klamath Story

Former employees of the Klamath National Forest may be interested in two recent publications by Gil Davies of HiStory ink Books. Davies coedited a 132-page pictorial history of the forest, and is selling a limited edition for $20.00 per copy. Davies also wrote "An Irreverent and Unexpected Guide to Life on the Klamath National Forest" (108 pages). For more information, write to HiStory ink Books, P.O. Box 52, Hat Creek, CA 96040.

Shorty and the Forest Service

Retired employee James R. Pratley, whose career in the Pacific Southwest lasted from 1944 to 1972, has donated the long (2-volume) and short (443-page) versions of his manuscript "Shorty and Her Adventures in the U.S. Forest Service" to the WO History Collection. "It's the story of a female toy shepherd," says Pratley, "who accompanied me to work almost every day for 12 years on the Angeles and Klamath National Forests." Covering the period 1945–1961, the narrative pays tribute to a dog who endured heat and ice for the sake of her master, and who several times saved him from rattlesnakes.

■ Northern Region

Murder on the Beaverhead

Beaverhead National Forest, in Dillon, Montana, has released the story of its first forest supervisor's death—by murder. Based on materials collected by civil engineering technician Butch Selway, Beaverhead staff have organized an account of a thief's "atrocious" murder of C. K. Wyman in 1920. For further information, contact Jack de Golia, c/o USDA Service Center, 420 Barrett Street, Dillon, MT 59725, tel. (406) 683-3984.

Smokejumpers

The National Smokejumpers Association publishes a roster listing the names of over 4,600 present and former smokejumpers. The often incomplete addresses are updated every 4 months. For a copy of the 76-page softbound roster, send $7.50 to National Smokejumpers Association, 1644 South Avenue W., Missoula, MT 59801.

Detailed information about smokejumping may be found in the 172-page softbound volume "A Pictorial History of Smokejumping." For more information, write to the Smokejumper Welfare Fund, c/o Aerial Fire Depot, USDA Forest Service, Airport, Missoula, MT 59802.

A biography of pioneer smokejumper Earl Cooley is available under the title "Trimotor and Trail." For a copy of this 203-page hardcover volume, send $14.95 to Earl Cooley, 1622 South Avenue W., Missoula, MT 59801.

Reflections

Stories of firefighting, carpentry, and other adventures in the Forest Service may be found in former employee C. O. Patterson's recent autobiography, "Those Other Years." Patterson worked for the agency from 1937 to 1964. For a copy, send $15.75 to C. O. Patterson, N.W. 305 Stewart Lane, Hamilton, MT 59840.

A Man and His Mule

Readers interested in mule packing, game counting, the Civilian Conservation Corps, or general Northern Region history may wish to peruse "Mules and Mountains," a 142-page account of Forest Service packer Walt Hahn's life and adventures. Written by his wife Margie Hahn, it is available in both hardcover and paperback, with numerous photographs. For more information, contact Stoneydale Press, Drawer B, Stevensville, MT 59870, tel. (406) 777-2729.

Touring the Nez Perce

Touring the mining country in northern Idaho just got easier. The Nez Perce National Forest has published a tour guide for its Gold Rush Loop. The brochure includes a map of the 62-mile route as well as information about wildlife, scenery, and the history of the area. For a copy of the guide or more information, call the Elk City Ranger District at (208) 842-2245, or the Red River Ranger District at (208) 842-2255.

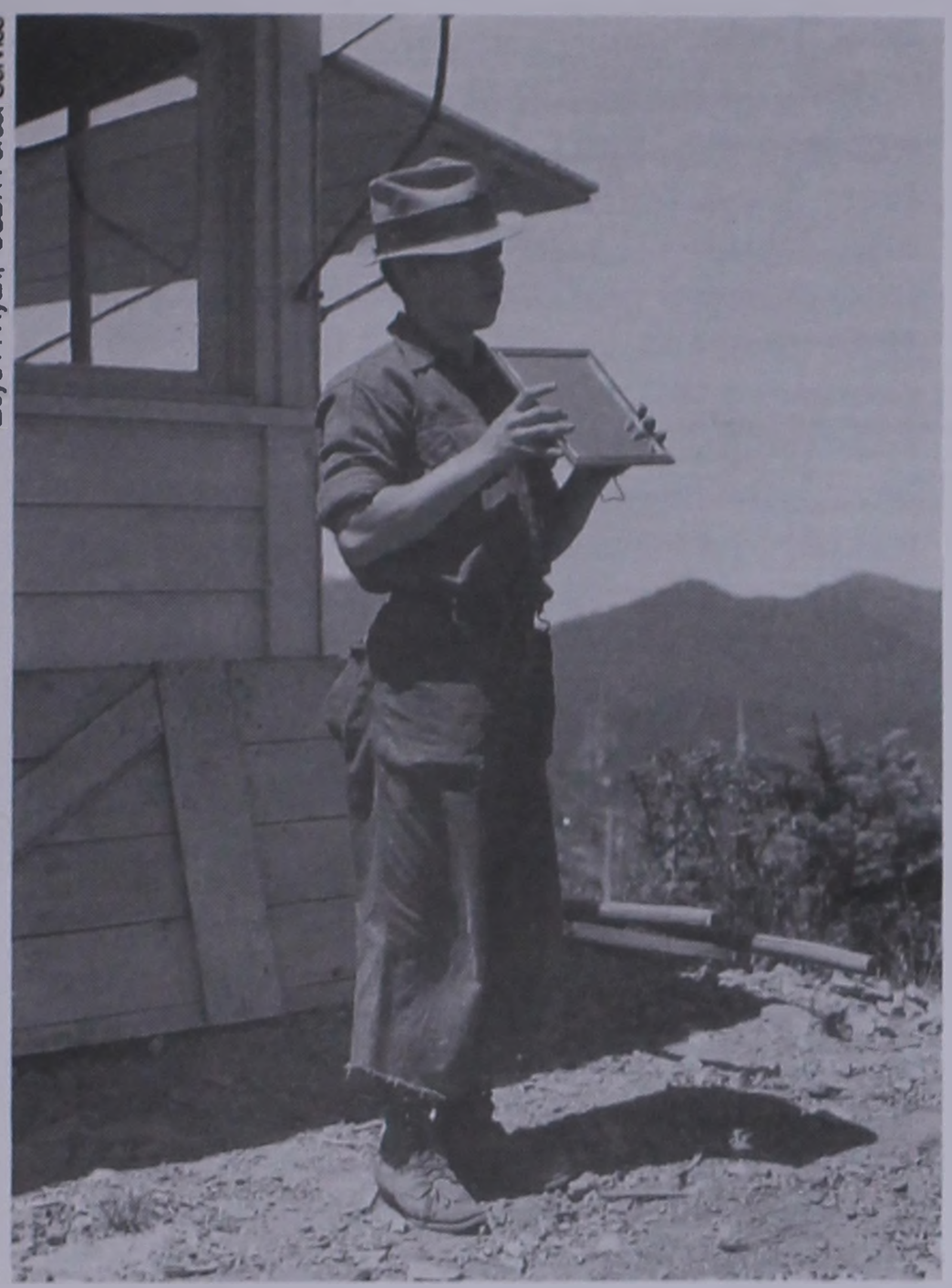
A Log-Scaling Pioneer

James W. Girard left the hills of Tennessee to learn the skills of timber cruising in 1908. With only a 6th-grade education and experience cutting bolts for whiskey staves, the 16-year-old began a forestry career that would see him develop scientifically accurate scaling methods still in use today. Readers interested in learning more about this forestry legend may obtain an account of Girard's life written by Judson N. Moore, Northern Region history coordinator. For a copy of his 33-page looseleaf draft, contact Jud Moore, USDA Forest Service, Federal Building, P.O. Box 7669, Missoula, MT 59807-7669, tel. (406) 329-3093.

An artist's sketch of James W. Girard.

Forthcoming R-1 History

Dr. Hal K. Rothman, editor of the "Environmental History Review" and associate professor of history at the University of Nevada, Las Vegas, has prepared a volume titled "I'll Never Fight Fire with my Bare Hands Again: Recollections of the First Forest Rangers of the Inland Northwest." The book is to be published in November 1994 by the University of Kansas Press. Those who worked in the region or are interested in first-person accounts of early Forest Service rangers may want to contact their local bookstore this winter for some evening reading in front of the fireplace.



Lloyd F. Ryan, USDA Forest Service

Fire lookout on the Gifford Pinchot National Forest signaling by flashing with a mirror, 1934.

■ Rocky Mountain Region

Lookout History

"Lookout History on the Elk Mountain Ranger District of the Black Hills National Forest," an article by Fire Lookout Dixie Boyle, appears in "Lookout Network" (vol. 4, no. 4).

■ Southern Region

Forgotten Industry

As part of an effort to provide naval stores, pine tar was manufactured in the forests of eastern Kentucky in the early 1800's. Large earthen kilns were built on the Cumberland Plateau, where pine tar was commercially produced for a century before being replaced by other products. Cecil R. Ison (Daniel Boone National Forest) and Charles Hockensmith (Kentucky Heritage Council) have drafted a paper on the topic under the title "Pine Tar Manufacture in Eastern Kentucky: A Forgotten Forest History." When the final version appears, information will be provided on how to obtain copies.

■ Southeastern Forest Experiment Station

Thirty-Two Years of Research

"Thirty-Two Years of Forest Service Research at the Southern Forest Fire Laboratory in Macon, GA" is the title of General Technical Report SE-77, reprinted in March 1993 (first published in 1991) by the Southeastern Forest Experiment Station. This 89-page monograph is a quick guide to the world's first laboratory entirely devoted to the study of forest fires. Established in 1959, the station has always benefited from its partnership with the State of Georgia. Aside from a list of past staff, this volume contains a bibliography of publications by laboratory scientists from 1959 to 1992. Those interested in fire and related research may want to request a copy of this volume from Hollis A. Thomas, USDA Forest Service, Southeastern Forest Experiment Station, 200 Weaver Boulevard, P.O. Box 2680, Asheville, NC 28802 (PMIS:S29A).